

CONSERVATION OF LIFE

Public Health, Housing
and Town Planning

HARVARD UNIVERSITY
SCHOOL OF

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LANDSCAPE ARCHITECTURE

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FEDERAL AND PROVINCIAL HOUSING SCHEMES

FEDERAL LOAN OF \$25,000,000

THE offers of the Federal Government and of the Provincial Government of Ontario to lend money for erecting houses for the working classes in Canada open up an entirely new field for government activity. Notwithstanding that the offers are made primarily as a result of the conditions created by the war, and are therefore in a sense post-war measures, they are not without significance as a revelation of a new attitude of our governing authorities towards social questions. If the movement now inaugurated proves a success, it is difficult to see where it will end and what importance it will have in improving the housing conditions of the country.

There has been little criticism of the action of the governments and a great deal of favourable comment. This is also significant in view of the fact that the entrance of public enterprise into a field heretofore left entirely to private enterprise introduces the possibility of far-reaching changes in our economic and social conditions, which might be regarded with apprehension by those who believe in the virtues of free competition.

The object of the governments is to promote the erection of small dwellings to enable workingmen and returned soldiers to acquire their own homes at actual cost.

The Dominion Government has offered to lend \$25,000,000 at 5 per cent to the provinces. The administration of the fund will be in the hands of the provincial governments, most of which, it is hoped, will add a contribution of their own to the fund.

PROVINCIAL DISTRIBUTION

The \$25,000,000 will be divided among the provinces pro rata to the population. This means that the approximate ratio of distribution apparently will be as follows:—

Prince Edward Island.. . . .	\$ 326,000
Nova Scotia.. . . .	1,716,000
New Brunswick.. . . .	1,225,000
Quebec.. . . .	6,980,000
Ontario.. . . .	8,781,000
Manitoba.. . . .	1,586,000
Saskatchewan.. . . .	1,716,000
Alberta.. . . .	1,304,000
British Columbia.. . . .	1,366,000

By lending two million dollars, Ontario is providing nearly one-fourth additional to the federal amount, making the total about \$10,781,000. If each province could contribute on the basis of \$1 per head of population, as against about \$3.48 being provided by the Federal Government, the total sum available for the Dominion would be over \$32,000,000. Allowing for an average loan of \$3,200 per house, the number of houses which could be erected would be 10,000, occupied by 50,000 inhabitants. This will not solve the problem of shortage of houses but will be a substantial contribution to its solution.

PROBABLE BENEFITS OF LOAN

After all, the main purpose of the loan is to provide only the smallest houses for the wage-earners who require accommodation at a low price. If, by means of the loan, a large proportion of workmen's houses are erected, if the sites on which the houses are built are properly planned, and if the dwellings are grouped as part of a comprehensive scheme as an object lesson in proper and sanitary housing—this will have an intrinsic value far greater than is represented by the number of houses built.

The Garden City and Garden Suburb schemes of England do not house a large number of the population, but they have had a value as an example to those carrying out housing schemes all over the world. Probably the number of inhabitants in the garden cities and garden suburbs is less than will be provided for by the Canadian schemes, and yet they have beneficially affected the housing conditions of millions of people. Whether or not the same result will be achieved in Canada will depend, not on any increase of the amount of the loan, but on the skill and judgment shown in utilizing what has been appropriated.

The suggestion has been made that the actual money contribution of the government is a small one. This may be met by suggesting a comparison between the cost of money to a workingman under ordinary conditions and the cost under the government scheme. The advantage to the workingman is not to be measured, as some commentators have put it, at the 1 per cent which approximately represents the government loss of interest, but by 3 or 4 per cent which is the difference between the interest chargeable by the government and the interest which a workingman would have to pay to a private lender.

The annual repayments on a loan of \$3,000 at 5 per cent would be about \$20 a month, and on a loan at 8 per cent, \$25—\$45 per month—representing a saving in the former case of \$65 per annum. If a workingman went to a private source for his money, he would not get the whole value of his house advanced, and would have to pay perhaps 8 per cent on, say three-fourths as a maximum loan. The other fourth could not be borrowed at all, but, assuming that it could, it would be at a much higher rate of interest. Putting the case at its very worst, the government loan will save the workingman \$65 per year on a \$3,000 house, i.e., the difference between 8 and 5 per cent, over a period of 20 years. The saving would be equivalent to about 20 per cent on the total cost of a house, and will go a long way to counteract the present high cost of building.

A MUNICIPAL OBJECTION

Among the few objections raised to the Federal and Provincial schemes is that the chief responsibility for administration of the actual building will fall on the municipalities. Had the governments assumed this responsibility themselves, the objection might have been that they

were interfering with the "home rule" of the municipalities. The governments would be criticized either way by those who do not want public enterprise applied to housing or who favour some scheme that is less injurious to speculation. Obviously, the governments are acting in accordance with sound principles in recognizing the municipalities as the proper authorities to control the administrative details of housing schemes.

In all countries where the state governments have endeavoured to assist in solving the housing problem, the chief difficulty has arisen from the lethargy of certain municipalities. It is stated that the representatives on municipal councils, being in power for a short term, are more influenced by the short view of keeping down the taxes than by helping to solve a social problem of a permanent character.

It is hoped and expected that the municipalities of Canada will approach the matter in a more progressive spirit than has been the case elsewhere. *The municipalities are chiefly responsible for the making of the good or bad housing conditions of our cities and towns.* Whether or not they accept the government loan they are likely to do something to deal with the housing situation, both by promoting new construction and raising standards of old construction, since that is the only way they can carry out their promised reconstruction policy.

PURCHASE OF LAND FOR HOUSING SCHEMES

One of the most important questions which will arise in connection with housing schemes is in regard to the purchase of land. Some simpler procedure should be introduced in the provinces to enable land to be acquired at a low price for erecting small houses. At present the workingman has too many "interests" against him in wanting a site at a reasonable cost for a home. The real estate operator wants his big profits out of the land; the city council wants its high assessment values of land in order to keep down the tax rate; the trust company wants its mortgage securities maintained; many manufacturers want fixed assessments and other advantages, which have to be largely paid for by their employees. Against such a combination it appears difficult to get land at a cheap rate for housing schemes for workingmen and returned soldiers, but it is a difficulty that must be overcome if any substantial progress is to be made with housing reform, and if strife and friction are to be averted in the future.

FEDERAL ADMINISTRATION OF LOAN

The following report of the Committee of the Privy Council, dated 12th December last, shows the steps which the Federal Government has taken to give effect to its housing policy, the key-note of which is full co-operation with the provinces through a Housing Committee of the Cabinet.

The Committee of the Privy Council have had before them a report, dated 10th December, 1918, from the Acting Prime Minister, stating that by Order of the Governor-General in Council, dated 3rd December, 1918, the Minister of Finance was authorized, upon request of the Government of any province of Canada, to make loans to such Government for the purpose of promoting the erection of dwelling houses of modern character to relieve congestion of population in the towns of their respective provinces, the aggregate of such advances to all the provinces, not to exceed \$25,000,000.

By the said Order in Council it is further provided that advances may be made as soon as a general scheme of housing shall have been agreed upon between the

Government of Canada and the Government of the province applying for a loan thereunder.

The Minister observes that, in view of the national importance of adequate and suitable housing accommodation, which affects vitally the health, morals, and general well-being of the entire community, it is desirable that the financial assistance thus provided should be utilized at the earliest possible date in the provision of the housing accommodation contemplated by the said Order in Council.

The Minister further observes that it is therefore desirable that a committee of the Cabinet should be appointed to be known as the Housing Committee, which shall be authorized to take up without delay with the several provinces of Canada the question of their need for additional housing accommodation and the housing programme they have in view in order to secure an early agreement with the said provinces under which the said moneys may be utilized for housing purposes.

The Minister therefore recommends:—

(1) That there be constituted a committee of the Privy Council known as the Housing Committee, consisting of the following members:—

Hon. Mr. Rowell, President of the Privy Council;
 Hon. Mr. Robertson, Minister of Labour;
 Hon. Mr. Maclean, Vice-Chairman of the Reconstruction and Development Committee of Canada;
 Hon. Mr. Crerar, Minister of Agriculture.

The Honourable Mr. Rowell is to be chairman of the committee.

(2) That this committee formulate the general principles which should be followed in any housing schemes in order to secure the results aimed at by the said Order in Council.

(3) That the committee communicate with the Governments of the several provinces of Canada in reference to the matters above mentioned with a view to agreeing with the Governments of the said provinces respectively upon any such general schemes of housing, so that the moneys provided by the said Order in Council of December 3, 1918, may be applied for the purposes contemplated by the said Order.

(4) That the committee be authorized and empowered to do and perform all such further acts as may be necessary in order to carry out and give full effect to the said Order in Council of December 3, 1918.

The Minister further recommends that the said committee be authorized to secure the assistance and co-operation of Mr. Thomas Adams, the Town Planning Expert of the Commission of Conservation, and of any other person or persons specially qualified to advise or assist the said committee in carrying on its work.

The Minister further recommends that all expenditures incurred by the committee be charged to the war appropriation vote.

The committee concur in the foregoing recommendations, and submit the same or approval.

THE URGENCY OF THE HOUSING PROBLEM IN THE PROVINCE OF QUEBEC

PRESSING NEED OF TOWN PLANNING ACT

"HENRY VIVIAN, in a lecture given in Ottawa in 1910, stated that he had seen in Montreal, in Toronto and Winnipeg slum districts that were worse than those of London and Dublin. His concluding remark was that in most Canadian towns less science and forethought are given to the care of human beings than a modern farmer gives to the raising of his pigs.

"MADAME FIEDLER, who has visited every country in the world in her crusade against the white plague, gave us the reason for this disastrous con-

11 Housing - Canada. P.Q. ✓
 11 C.P. - Canada. P.Q. ✓

marrying abroad in surprising numbers, and many thousands of those who have escaped marriage overseas will promptly succumb thereto upon their return home. On a conservative estimate, it is my opinion that within the next two years the number of separate new homes to be provided will have reached the total of 50,000, and possibly several thousand more. Construction has practically ceased for five years and the questions of labour, materials, and finances must be answered promptly or house congestion in Montreal and on the Island will become a huge task to overcome. Provision must be made forthwith to house a population of approximately one-fifth of our pre-war population."

CONGESTION AND JUVENILE CRIME

Meanwhile a remarkably vivid and arresting account of juvenile crime in Montreal was published by the same journal on December 21, with the accompanying map, reproduced here by the courtesy of the *Montreal Star*.

The map shows, as no figures could, causal connection between congested housing conditions and juvenile morals and the data are drawn from the official report of the juvenile court.

The evidence shows 30 per cent more juvenile delinquents in the "red light" district than in any other area; and that, while Laurier ward has the highest number of cases out of the total, St. Louis ward, which contains the "district," and which is about half the size of the north end division, has only 17 fewer cases.

There were 1,248 sworn cases of juvenile crime during the year, and of these 84 per cent were boys and 16 per cent girls. The average ages of delinquents were from 10 to 16 years.

Judge Choquet, of the juvenile court, considers that the figures are ample proof of the demoralizing effect of congested and slum districts upon child life. It is pointed out that, while St. Louis ward, with its dives and saloons, has 95 cases, St. Lawrence ward adjoining, a district of clean middle-class dwellings, has about 16 cases.

One section of the report seems to indicate that where genuine human enthusiasm is applied to the problem of juvenile crime some, at least, of the evil effects are mitigated. Tribute to the splendid work of Capt. Fennell, of No. 7 Station, is paid, and to his work, it is stated, is largely due the fact that Griffintown district, popularly supposed to be "rowdy," compares favourably with other localities commonly known to be more law-abiding.

In St. Andrew, St. George, St. Lawrence and Notre Dame de Grace wards, where housing conditions are generally good, the cases of juvenile crime are generally few, while the more congested districts supply the majority of the figures.

GOOD HOUSING AT POINTE-AUX-TREMBLES

In one of the suburbs of Montreal, however, a housing scheme is in operation that is likely to be an object lesson to the whole of the province. Mention has been made more than once in Conservation of Life of the work of La Société des Logements Ouvriers at Pointe-aux-Trembles, which has made steady progress in spite of the difficulties created by war conditions. The houses are being erected in comparatively open country, yet in touch with the car lines. The land has been acquired at a cost of \$250 per lot, which works out at \$10 per foot of frontage. The society is operating under the Quebec Housing Act, which is similar to that of Ontario.

A writer in *L'Administration*, of Point-aux-Trembles, argues that it is the duty of the Federal Government to stimulate private enterprise of the right kind:—

"It is high time that our legislators intervened in favour of the victims of intense industrialism. We have not seen in our country up to the present those terrible struggles between capital and labour that have existed for a long time in Europe and the United States. But it would not be surprising to see an outburst of Bolshevism among our working population if our legislators do not hasten to assure the maximum of welfare to workingmen.

"For some months we have heard much of programmes of 'Reconstruction' adopted by different provinces and by the country as a whole. The finest programme will crumble like a house of cards if we do not without delay begin to solve the problem of housing. We cannot wait to encourage cheap housing till our soldiers return and immigration has added to our population."

The writer points out that industrial development depends, to a larger extent than is usually realized, on adequate housing, and that if manufacturers find out that workers can be comfortably housed at Pointe-aux-Trembles it will be the very best inducement to persuade them to install their works in that city.

BAD HOUSING AND TUBERCULOSIS

Turning his attention to general conditions in the province of Quebec, the writer presses most earnestly the urgency of the problem and quotes figures that must be disquieting to all who have the interest of the province at heart:—

"Basing our statements on the result of careful investigations of medical and social sciences we do not hesitate to say that the narrow, ill-ventilated, insanitary dwelling is responsible for more cases of the dreadful disease, tuberculosis, than any other cause. And this dreadful plague, it must be remembered, affects mostly adults between the ages of twenty and forty, the very time of life when they should be most useful to society.

"Vital statistics for the province of Quebec show that in 1915, 3,300 persons died of tuberculosis. Of this total 1,923 lived in the cities and 1,277 in the country districts. As we are well aware, the rural population exceeds by far the urban population. Tuberculosis is developed mostly by insanitary surroundings, and chief among these is the overcrowded, ill-ventilated dwelling, the hovel where half-a-dozen or more individuals live in dangerous promiscuity in narrow rooms, without a ray of sunshine in the day time and without ventilation at night."

The serious statement is made that, while in England cases of tuberculosis have been reduced during the last few years by 50 per cent by improved sanitary legislation and improved housing conditions, the number in Quebec has actually increased during the same period.

JUVENILE CRIME MAY BE PREVENTED

During the fifteen years that the English Garden City has been experimenting in model city life there has been no record of juvenile crime and the death rate has been less than half that in the large towns of the whole country. Of every 1,000 children born in England in 1912, 95 died, and this was the lowest infantile mortality rate on record. In the Garden City the rate was 50·6. If the rate, therefore, in the whole

country had been the same as at Letchworth nearly half the children who died might have survived.

The magnificent work of doctors and nurses during the war in saving the lives of our soldiers has rightly won the admiration of the whole civilized world. The conservation of life has ever had a first and strongest appeal to the sympathies of right-thinking men and women. Is it too much to expect that the educated conscience of the future will be more sensitive than in the past to the waste of life that is the inevitable entail of congested living?

THE IMPORTANCE OF TOWN PLANNING IN CONNECTION WITH HOUSING

In order that a constructive policy may be carried out in Quebec to deal with the housing problem, as in other provinces, it is essential that a Town Planning Act be passed. The cost of getting rid of the slums, once they have been created, is almost prohibitive. Those who are brought in contact with slum life seem impatient with any scheme to ameliorate them other than that of getting rid of them at whatever cost.

The housing problem, however, is too complex in character to be dealt with by a merely destructive programme, and a constructive policy must not only be carried out but must go beyond the mere rebuilding of the slum districts.

The planning of new territory so as to prevent the repetition of slums is, in some respects, a greater responsibility to the present generation than the getting rid of slums created by previous generations. We must raise the standard of housing in the slum districts, and one way to accomplish this is to prevent new slums growing up in our suburbs and to create a competition between the new home we build and the insanitary dwellings that are now established.

Among the matters which a Town Planning and Development Act would deal with are:

- (a) The density, height and character of buildings;
- (b) Building lines on street frontages and air space surrounding buildings;
- (c) The relation between width of streets of varied width and the density and height of buildings fronting thereon;
- (d) The limitation of the number of dwellings on given areas of land to prevent overcrowding and injurious land speculation;
- (e) The zoning of cities so as to separate the factory, business, residential and agricultural areas in a comprehensive scheme and thereby promote the economic use of land;
- (f) Proper sanitation, convenience and amenity in connection with the grouping of dwellings;
- (g) The safeguarding of the municipality against claims for compensation in respect of alleged injuries to property due to proper and reasonable limitation of the use of land in the interests of health and safety;
- (h) The necessary powers to pull down buildings which contravene the law or are dangerous to health and safety, etc.

Mr. Noulan Cauchon, A.M.E.I.C., writing in a Quebec journal on town planning, describes it as follows:—

"Town planning or the science of the use and development of lands, is known in France under the name of *urbanism*, its object being to achieve the well-being of the dwellers in cities.

"Whilst this science also concerns itself with the lay-out of country highways and the disposition of agricultural lands, its application to the control of cities is vital. It is of elemental necessity that the means of communication be adequate for the requirements of traffic, otherwise congestion will arise. From this follows the necessity of having wide streets for connecting the important points in the most direct manner possible, and minor streets and lanes for domestic service. Streets for heavy traffic, if too narrow, entail congestion of the circulation, and residential streets that are too wide incur such a capital expense and cost of maintenance that those who live upon them are forced to be satisfied with more or less restricted quarters, in order to meet the assessment of taxes.

"Under these conditions it becomes impossible to fulfil the laws governing public hygiene and to lessen the infantile mortality which is so deplorable in the cities.

"The ideal aim is to establish such streets and obtain such subdivision of lands that the large arteries will naturally draw the heavy traffic to where real estate values can sustain the cost of maintenance. The outcome will be that residential streets, having little traffic to bear, can be built narrower and will entail less maintenance cost, thus preventing real estate values from increasing beyond reason. It is necessary that lots be restrained in value, that they be cheap, in order that the workman and his family may enjoy, at low cost, by paying a reasonable rent, his legitimate share of space, air, sunlight and comfort.

"Moreover, it would be necessary to enact a law, such as exists elsewhere, limiting the height of buildings in respect of the width of streets upon which they face, and restraining their area to 50 per cent of a residential lot and 75 per cent of a commercial property. This will guarantee against congestion of dwellings and of individuals and will provide for the free circulation of air and the life-giving action of the rays of the sun."

One of the great difficulties in dealing with sanitation and slum clearance is due to the absence of protection to the community from excessive claims for injury to property. A Town Planning Act would enable this matter to be dealt with on equitable lines. It would not only prevent new slums being created but would have the supreme value of showing the best practical methods of remedying bad conditions that are already established.

But before a Town Planning Act is likely to be passed in Quebec the Government will need to be convinced of the necessity of it by the pressure of public opinion. When British Columbia passes an act, as it is likely to do this year, Quebec will be the only province that has no legislation dealing with the subject; and, as in connection with kindred subjects it is one of the most advanced provinces in the Dominion, it will be a disappointment if it is behind in regard to Town Planning.

Some of the greatest town planners of the New World were Frenchmen, like L'Enfant, who designed Washington. Surely this fact should be an inspiration to Quebec to give leadership in this matter rather than to follow at a distance.

PLANNING AND BUILDING NEW TOWNS IN CANADA: KIPAWA

IN the last issue of "Conservation of Life" a description was given of the new town of Ojibway, which is being built by the United States Steel Corporation in south-western Ontario. It was pointed out that one of the results of the present system of allowing towns to grow without proper plan, without adequate engineering advice, and without sufficient regard for public health, was that manufacturers were moving out from existing centres to rural and semi-rural districts.

The decentralization of industries has ceased to be merely a transference of industries from the cities to their suburbs; in the case of large corporations, it is now resulting in the building of complete new towns. One of the striking features of this new development is that private enterprise is showing more regard for scientific development and public health than is shown in the average self-governed municipality. This does not necessarily mean that the private corporation has more public spirit than the public corporation. The object of the former is purely a business one. The private corporation which undertakes the building of new towns does it because it has become convinced that it pays to have efficient and healthy workers and that the only way in which that can be achieved is by proper planning and adequate measures to protect public health.

NAMES OF NEW TOWNS

It is interesting to note, incidentally, that some of the new towns being built in Canada are being given old Indian names. This is as it should be, for there are no more euphonious and interesting names than some of those which have been handed down to us by the original inhabitants of Canada.

The names which are imported from Europe and the extraordinary combinations which are sometimes imported from different languages have introduced some absurdities into the city terminology of Canada and the United States. An English or Indian prefix with a French "ville" or Grecian "opolis" appended is not a happy combination. With the fine and interesting Indian names which we have in Canada it is satisfactory to know that the new towns being built are being given appropriate designations.

What applies to the naming of towns is also of interest in connection with the naming of streets to which little attention is given.

THE TOWN OF KIPAWA

The new town of Kipawa originated somewhat in the same way as the new town of Ojibway. It is being established by a large industrial corporation, which has acquired sufficient land not only to erect their works, but to house their employees. The Riordon Pulp and Paper Company decided to develop a new mill for production of pulp, and apparently came to the conclusion that the most economical situation for such a mill was near the raw materials used in their industry. They selected the site of Kipawa, because of its proximity to the timber-limits and also because of the available water-powers derived from Kipawa lake. The interests of Mr. John Lumsden, owner of Lumsden's mills, and of other owners were purchased, and a compact area of about

11 Kipawa, Canada ✓
 11 Cities, new ✓
 11 Cities, Industrial ✓

10 square miles was brought under control for the purpose of erecting the mill and town. The consent and approval of the Quebec Government had to be obtained, and those who acted for the Government showed every desire to co-operate in helping the Riordon Company to build up a model community.

As will be seen from the accompanying plan, the site overlooks lake Timiskaming, which is part of the Ottawa river. The waters of Kipawa lake drain into lake Timiskaming by Gordon creek, which is seen between the town and the railway. The site of the mill is to the south of the town, on the opposite side of Gordon creek.

The first step taken by the Riordon Company in connection with the selection of the site for the town was to invite Mr. Thomas Adams, Town Planning Adviser of the Commission of Conservation, to advise as to the best situation. When the inspection of the area was made there were certain governing factors which made the choice very limited. The mill site had been selected and took up nearly all the level land that was available. On one side there was lake Timiskaming, and there were other physical features, such as the Gordon creek and two tracks of the Canadian Pacific Railway. At a point to the east of the area shown on the plan there was an existing mill and village known as Lumsdens Mills, and on this side also the whole of the level land was taken up by lumber yards.

The only land available for the town was hilly land to the north and south of the mill site overlooking the lake and river. Large parts of this land were covered with huge boulders and with timber or shrub of various sizes and densities. After careful inspection it was finally decided to build the town to the north of the mill site, on what appeared to be, from the view that was obtained from the mill site, a steep hill, which would be very difficult and expensive to develop. It was found, however, on investigation that there were considerable fairly level areas on the site, and that, in order to obtain easy grades and economical development of lots, all that was necessary was the preparation of a proper plan.

THE TOWN PLAN

The first step in preparing a town plan was to have a contour map of the site prepared, and Messrs. Ewing, Lovelace and Tremblay, of Montreal, were instructed to make a topographical survey. While this survey was being carried out by Mr. Lovelace, the site was visited by Mr. Adams and a preliminary sketch plan prepared. After sundry alternatives were considered, the main lines of the plan shown in the illustration were determined on and the surveyors were instructed to locate the roads on the ground. For this purpose paths had to be blazed through the forest and the plotting carried out under peculiar difficulties. Very creditable work was done, with the result that the whole of the lines of the plan were laid down on the ground through virgin forests. A large part of this work was carried out in the heart of winter.

Considerable care had to be taken to select sites for the churches and other institutions. One of the arrangements that had to be made was that of providing a site for the Catholic church in exchange for one which had to be abandoned where the mill is being erected, and a small cemetery had also to be changed in location. Other existing features which had an influence on the plan were the position of the station, which could not be moved very far from the present situation, and the

PLAN OF TOWNSITE AT
÷ KIPAWA ÷
PROVINCE OF QUEBEC

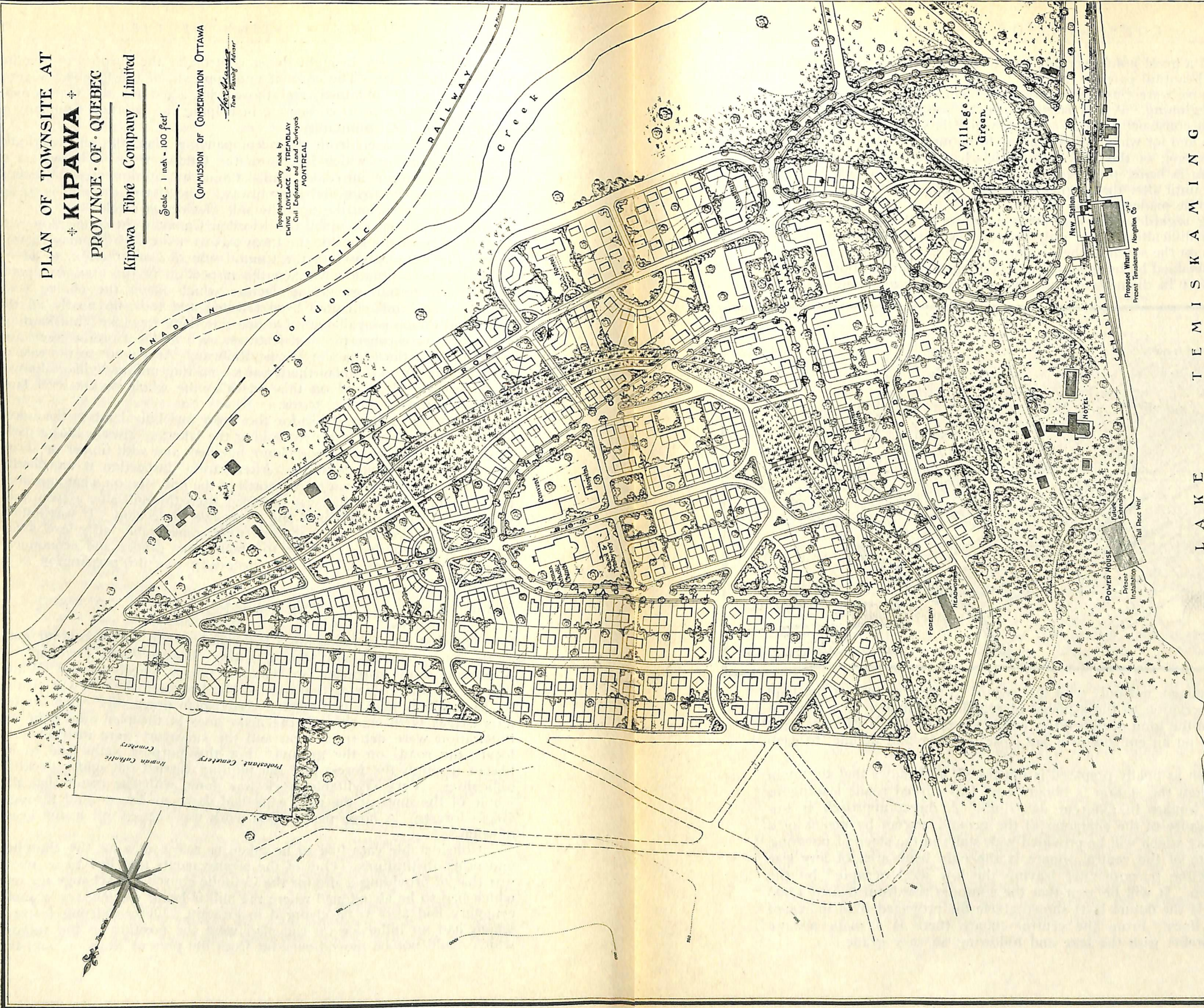
Kipawa Fibre Company Limited

Scale - 1 inch = 100 feet

COMMISSION OF CONSERVATION OTTAWA

Herb Manning
Town Planning Advisor

Topographical Survey made by
EDWIN COVILLAGE & ASSOCIATES
Civil Engineers and Land Surveyors
MONTREAL

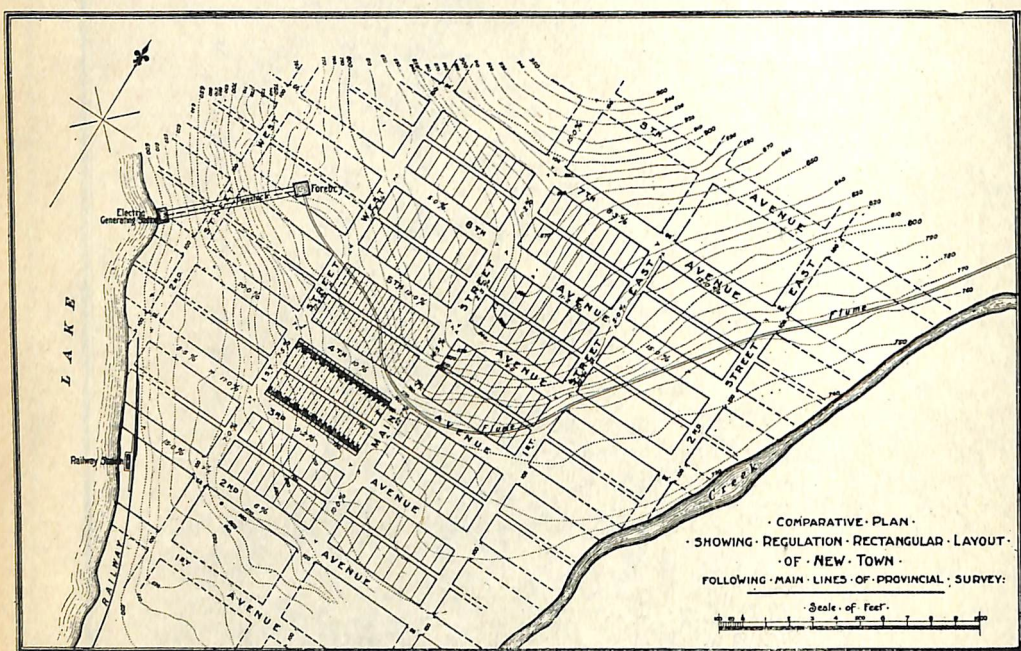


L A K E T E M I S K A M I N G

existence of a good hotel overlooking the lake and situated in what can be made a beautiful park.

The above were existing features which could be taken into account from the beginning. A new factor, however, was introduced by reason of a plan to construct a water conduit, which is shown to intersect the whole town and for which provision had to be made in preparing a plan. As an indication of the difficulties which have to be overcome, even when a plan is being prepared, the location of this penstock was not determined until after the original plan was prepared, and readjustment had then to be made to fit in with it.

Having regard to the very steep contours of the land, this raised all sorts of difficulties. The only approaches between the small area of the town on the south of the conduit and the larger area on the north was to be obtained by bridges over the conduit which was above ground and eight feet in diameter. The grades of the streets, therefore, had



to be determined, not only with due regard to the contours of the land but also in relation to the artificial obstruction created by the conduit. It presented the kind of difficulties which are to be found when a canal and railway on an embankment are close together and parallel to each other.

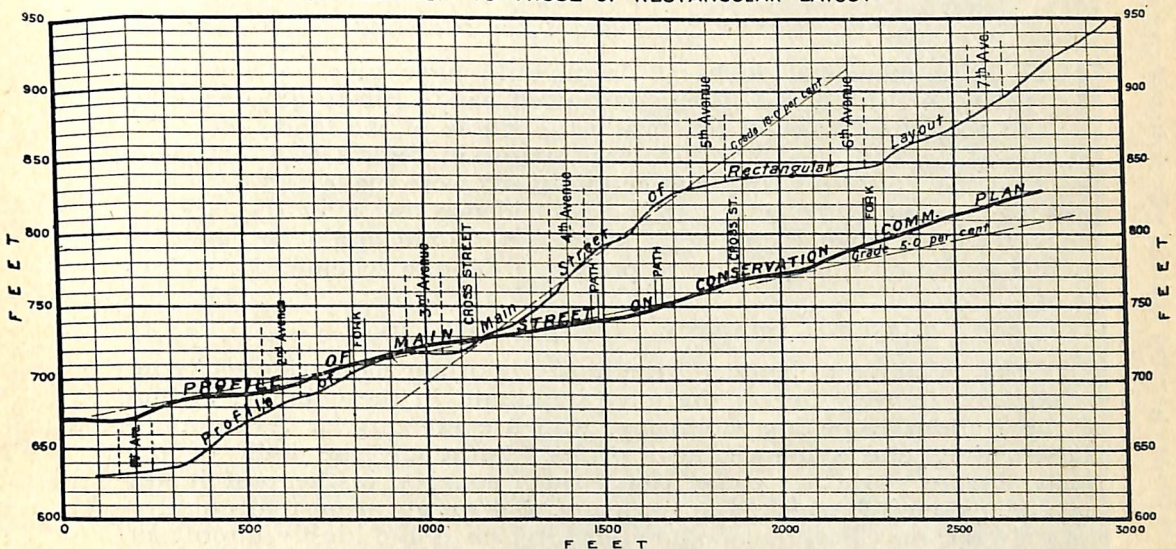
The plan as finally prepared is illustrated, and shows that the main approach from the station is obtained by two curved roads leading to the central square in different directions. A direct approach is impossible because of the character of the ground, except by means of a wide pathway which will be provided with stairs in the steepest portions.

The site of the central square is the only level area of any size suitable for the purpose after leaving the low level occupied by the village green. It will be seen that the contours rise from 650 to 1,000 feet, which is the datum level shown above the projected road indicated by dotted lines. From the central square there is a main avenue running parallel with the lake and following an easy grade.

The houses on the west of Ridge road stand at the top of a high cliff and overlook the lake. Care has been taken to give the houses a good aspect and ample air space and open surroundings to each house. The suggestion on the plan shows mostly semi-detached houses, but there are a few individual houses for the staff and some groups of three to six for the smallest types of houses.

The plan will be adhered to so far as the location of streets is concerned, but the architects will be permitted to use their discretion with regard to the grouping, sizes and location of the houses. In general, however, they will adhere to the building line indicated and to the position of the public buildings. Any variation will only be carried out in consultation with the Town Planner.

COMPARATIVE PROFILES · SHOWING · GRADIENTS · OF · MAIN · STREET
OF · CONSERVATION · COMMISSION · PLAN ·
· IN · RELATION · TO · THOSE · OF · RECTANGULAR · LAYOUT ·



Notwithstanding the steepness of the ground, the grades of most of the streets are less than five per cent. Had the land been laid out in the usual rectangular form to secure conformity with the provincial survey, the grades in some cases would have amounted to 18 per cent. The accompanying profile illustrates the comparison between the grade of the main avenue in the plan of the townsite and the customary rectangular plan which is shown below on a smaller scale.

The plan having been prepared and consideration given to the levels for purposes of drainage and to the probable source and means of water supply, the next step taken was to consult Messrs. R. S. and W. S. Lea, Montreal, with regard to the preparation of a detailed plan of water supply and sewers and sewage disposal. It was found that no readjustment of the plan was necessary to enable an economical system to be designed. A portion of the site was selected as the cheapest and best to develop in the first instance. This comprises the area lying between Kipawa road and Gordon creek in the form of an oblong, in which the Hostel and the Institute are situated, together with the crescent on the north of Kipawa road.

Two plans of sections of the town have been prepared, one showing the complete development which is to be carried out in the first year and another the development to be carried out in the second stage after the first section is completed.

The designing of the houses has been entrusted to Messrs. Ross and Macdonald, of Montreal, and the first houses have been erected. It is expected that there will be a large number of houses erected during the coming year and that the mill will be completed and in operation.

A town manager and engineer has been appointed and a substantial beginning made in the development of what will become one of the most interesting of our Canadian towns.

KING'S WESTON GARDEN VILLAGE

From Garden Cities and Town Planning

THE great municipal docks at Avonmouth have given a new prosperity to Bristol, and Avonmouth itself has begun to grow rapidly.

In 1907, the owner of practically the whole of the land there, Mr. Napier Miles, consulted Mr. Thomas Adams in regard to the lay-out and development of his land, and certain plans were made and discussed in this magazine at the time. It is a coincidence that after the lapse of ten years the [Town Planning] Association should again be called in to advise, and on this occasion to prepare a definite scheme of development.

GREAT INDUSTRY CONSIDERS HOUSING

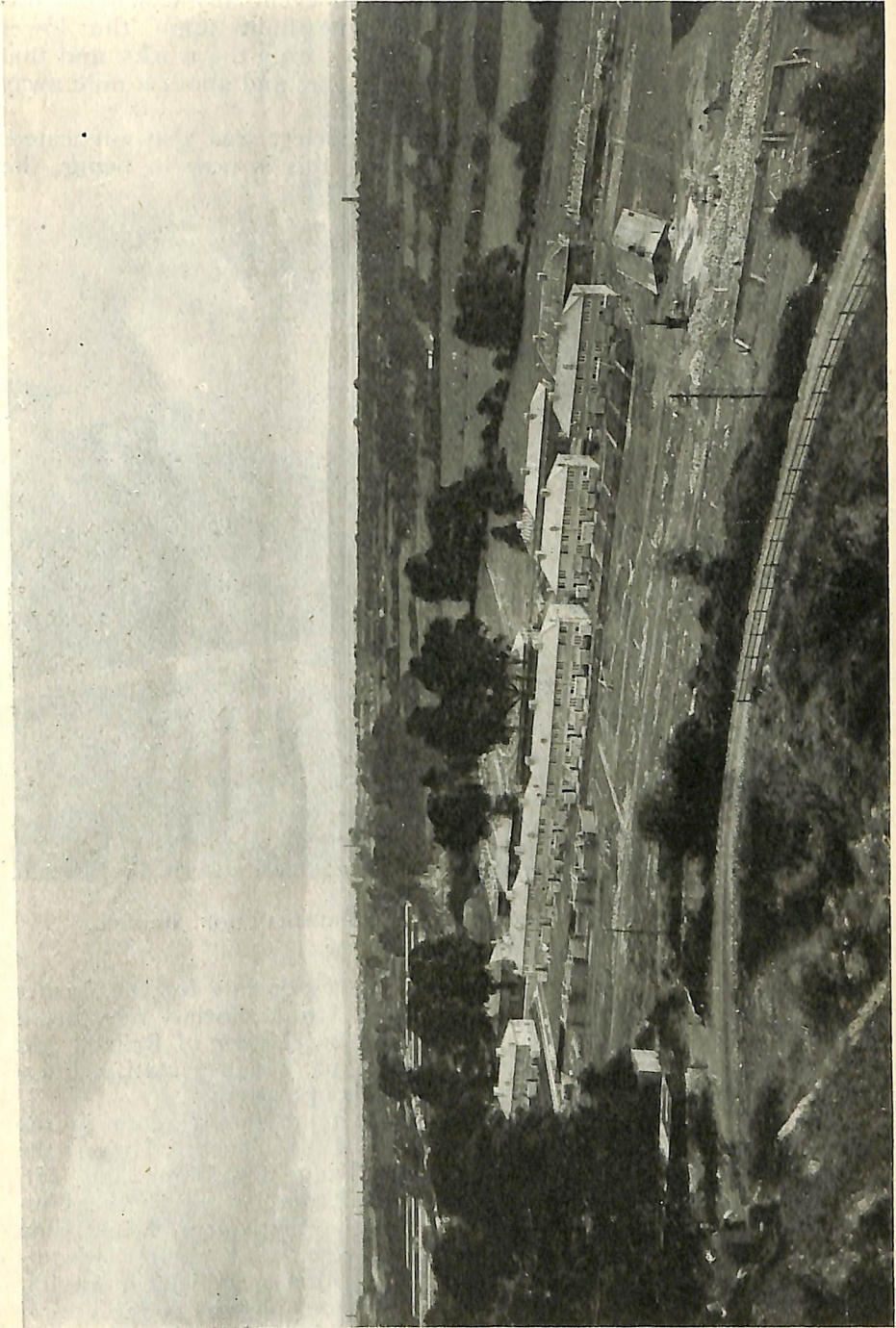
What is bound to be one of the most important industries at Avonmouth, and possibly one of the most important in the country, is that of the National Smelting Company, who are erecting at Avonmouth zinc-smelting and sulphuric acid plants. Although the bulk of the spelter in the world has come from British sources, in the past it has been almost entirely smelted in Germany, and we got from that country not only the zinc, but the sulphuric acid, which is the highly important by-product of the process. The National Smelting Company, however, have determined to alter this state of affairs, and, when erected, the works at Avonmouth will be by far the largest in the world.

At an early date some two thousand houses will be wanted for the workers. It is typical of the manner in which the whole enterprise is being conceived and carried out that one of the first matters to be dealt with, even before the factory premises were started, was the question of housing.

PUBLIC UTILITY SOCIETY

Avonmouth itself is built on alluvial soil. Almost the whole of the land is below high water mark and, consequently, without any other factor, is unsuitable for housing purposes. A great deal of building has gone on; however, and the Bristol Corporation have erected some unlovely houses there through their Docks Committee. At Shirehampton, close by, are some of the most striking recent examples of "how not to do it." A proposal to form a Public Utility Society was before the local Dockers' Union in 1916. The officials were face to face with an increasing shortage that threatened alarming proportions, and an attempt was made to start a society. The exigencies of war, however, prevented this being possible and the proposal lapsed.

King's Weston Garden village

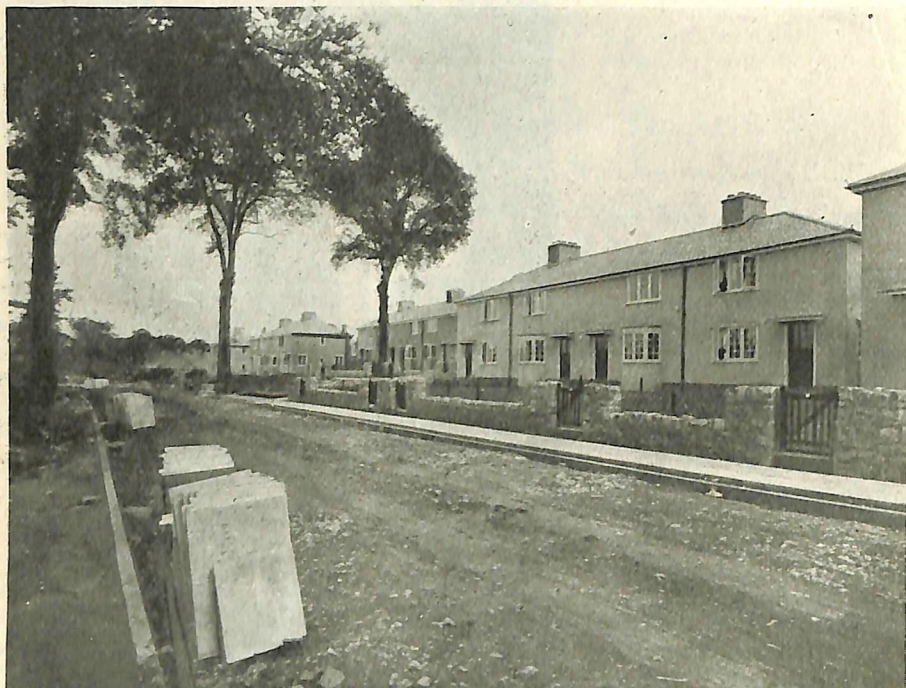


MINISTRY OF MUNITIONS HOUSING SCHEME, SHIREHAMPTON, BRISTOL.
In course of construction, June, 1918. Bird's eye view from Penpole Point.

Housing Governmental - GCB ✓
In series of photos

Early in 1917 the [Garden City] Association was called in by the company to advise generally as to the provision of houses. A careful survey was made of the neighbourhood, and eventually a scheme was submitted recommending that no houses be built upon the lower ground, that they be built reasonably far away from the works, and that the higher ground to the south-east of the works and about a mile away should be utilized for the purpose.

The establishment of a Public Utility Society was also advocated, and, cordial support having been promised, this is now in being, the



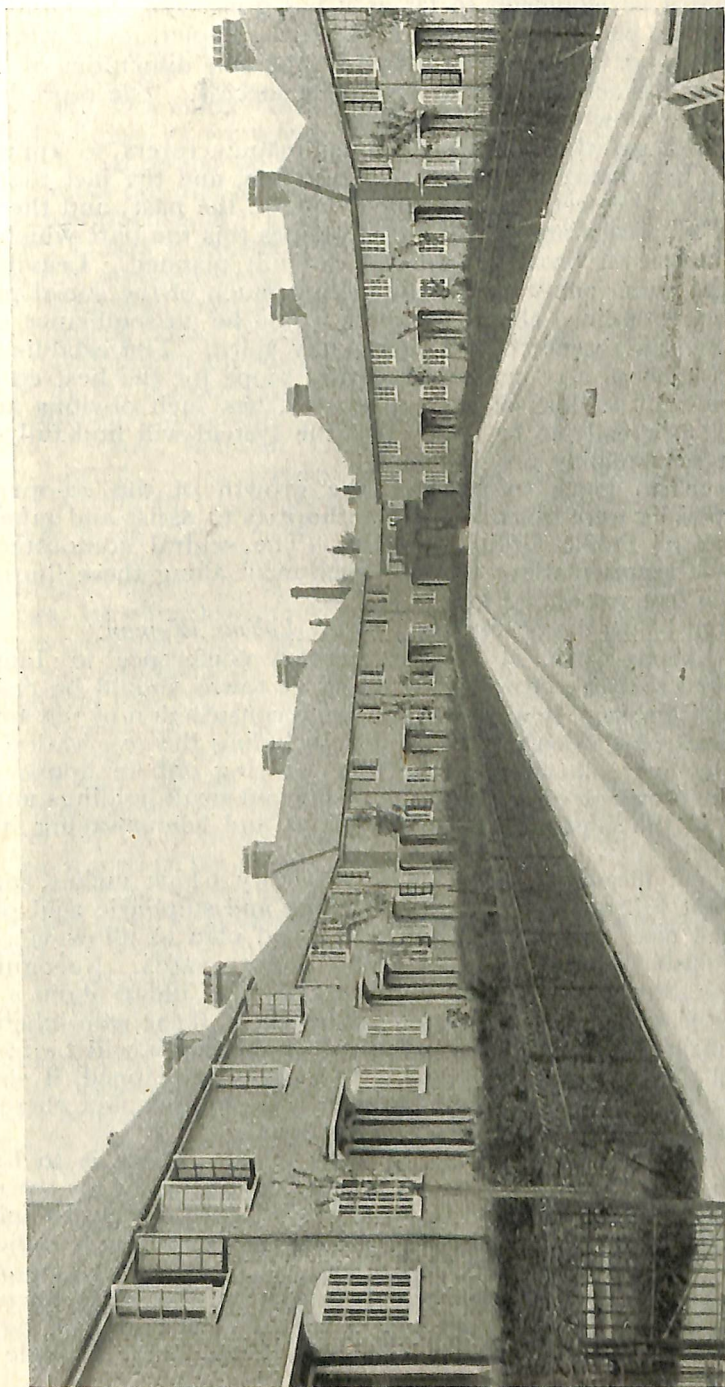
MINISTRY OF MUNITIONS HOUSING SCHEME, SHIREHAMPTON, BRISTOL.

In course of construction. June, 1918.

membership including those who had been responsible for the former proposal. As an example of what a Public Utility Society may be, it is worthy of notice. The chairman is the Lord Mayor of Bristol, Mr. Alderman Frank Sheppard, M.A., a workingman's representative and a former organizer of the boot and shoe trades operatives.

On the committee of management are represented labour in the person of Mr. Ernest Bevin, the organizer of the Dockers' Union; the city and industry of Bristol, by Mr. Sam King, wharfinger, and Mr. Henry Hosegood, miller; the landowner, Mr. Napier Miles; the University, Professor Leonard; and the University Settlement, Miss Hilda Cashmore. The company has but one representative upon the committee, despite the responsible financial position occupied, it having been decided, as a matter of policy, to give as complete as possible local control. As time goes on, representatives of the tenants as tenants will be added.

It is somewhat significant that the first cottage occupied on the estate was for the purpose of conducting social welfare work, and this is



MINISTRY OF MUNITIONS HOUSING SCHEME, LONDON ROAD, COVENTRY.
Cottage Shelters adopted for Girl's Residential Clubs, Seagrave Road.

being directed by the University Settlement. The plan (of the estate) shows to what a large extent the welfare principles have prevailed in the provision of the scheme. . . .

The actual development, so far as it has gone, and the building of the cottages, has been in the hands of Mr. G. L. Pepler, for the Ministry of Munitions, who, in the face of almost insuperable difficulties of labour and materials, has achieved a very creditable success. The reproduction of photographs show what has been done.

There is a growing tendency among manufacturers to appreciate the extreme importance of the housing question, and the fact that they cannot afford to neglect it as they have done in the past; and the more progressive employers are realizing that besides this the part which they must play in housing provision must be carefully planned. Leaving the matter to the municipality means eliminating much of the social part of the programme outlined above, for there would be no semblance of co-operation, and an absence of the community spirit. The establishment of such a system as here suggested, giving scope for the best co-operation between all sections of the community, has such obvious advantages that it is greatly to be hoped that the system will find full scope in the after-war building programme.

It would do much to facilitate the growth of the co-operative method if powers were given to local authorities to assist and take part in the work of Public Utility Societies. The central committee has already made representations to the Government along these lines, and it is possible that something may result.

We print below the observations of the *Labour Woman*.

"The Labour party, at the Nottingham conference in January, 1918, declared that overcrowding in the large towns should be relieved by the establishment of new towns, and the reconstruction of the smaller existing towns on garden city principles, including the reservation of a stretch of country all around, the wide spacing out of houses and factories, the provision of gardens, allotments and small holdings and the installation of the most modern power-plants and labour-saving industrial facilities.

"It is not pleasant to live beside a factory which makes spelter. With the best will in the world zinc smelting and sulphuric acid plants do not smell nice, and in any case it is a bad plan to allow workers' houses to cluster around the walls of the factory yards. Recognizing this, the new town has been planned (by Mr. Ewart Culpin) about a mile or so from the works, and apart from the benefit to those who inhabit it, the great main avenue which will run its whole length will be of real value to all the surrounding district. As at present planned, it should house from 12,000 to 15,000 men, women and children, but there are opportunities for extending it in both directions.

"One most important matter is to be noted. There is to be no snobbery in this new town. No part is set aside for houses for the well-to-do, but all kinds are erected in all parts, not with a view to suiting the social standing, but simply with a view to providing a sufficient number of rooms for different sized homes. This is a very important feature of the town-planning scheme. It means that the social amenities provided in common shall be used in common. The poor will not be quartered in narrow small streets with a restricted outlook while the rich enjoy the woods and finer avenues."

THE HOUSING OF GOVERNMENT EMPLOYEES

IN the September number of *The Civilian*, the organ of the Civil Service of Canada, Mr. A. C. Campbell develops an interesting suggestion that the Dominion Government should build a garden suburb in Ottawa to house its employees, on the plan that other large employers of labour are adopting on this continent and in the old country.

He points out that in Ottawa there are not less than 6,000 employees of the Government and that the pressure on the housing accommodation of the city makes it exceedingly difficult for civil servants to house their families at a rate consistent with their incomes.

Mr. Campbell argues that such a project in the Capital city would be an excellent object lesson for the whole of the Dominion in "community development on community lines for the ordered benefit of all," and that by the conservation of land value increments it could easily be made financially successful. He quotes Dr. Murray Haig, who says of the case of Gary, Indiana: "A fair estimate of the increment of land value produced by community development, after deducting the value which is attributed to all expenditures for local improvements, etc., is from \$400 to \$500 per capita."

"My proposal is," says Mr. Campbell, "that the Dominion Government should afford to its Ottawa employees the credit necessary to build a garden suburb within reach of their work and with proper means of communication, and that also it should show its goodwill in the working out of details by allowing experts in its employ to take part in planning and building the new town. Of course, all credit and services should be paid for ultimately by the rents charged for houses, or, if houses are sold, by the amortization payments.

"The land built on should be owned by the Government, and a fair rental value should be charged for it regardless of the cost of improvements on any lot or in the town as a whole. The object should be, not to get back merely the money put in, but to take the whole rental value of the land from whatever cause arising. That is to say, the value of land in the new town should not be allowed to fall into private hands, not even the hands of the town itself nor of any of its organizations or people. That value should be recognized as belonging to the owner of the land, the Dominion Government. The town taxes, the rate contribution to be levied upon or taken from the land value by the town corporation, both its amount and its method, would be a matter for estimate and arrangement. Under proper management there would be an overplus of value, and that overplus should go to the landowner. The reasons for this are too involved for discussion here, but they arise out of the broad fact that this is a plan for the housing of those who work for the Government, and for nothing else."

Mr. Campbell shows, using the case of Letchworth, England, as an illustration, that the conservation of land values and public services, such as gas and water-works, for the benefit of the city which creates them and uses them has ceased to be a utopian project, and may henceforth be considered as a sound business undertaking.

43 ✓ 11 Housing, Government ✓

THE CIVIC SPIRIT OF THE NEW CHAMBERS OF COMMERCE

THE London (Ont.) Board of Trade has been transformed into a new Chamber of Commerce. A programme of activities has been compiled, after an exhaustive study and survey of possibilities among the members, which is significant of the broadening and deepening of the sense of social responsibility among trade organizations, and which is one of the legacies of the war.

Boards of Trade in the past have been frankly utilitarian organizations and have given their chief attention to the extension of manufacture and trade. But sometime or other it had to be discovered that there was a casual relation between the extension of trade and the social welfare of the people who carried on the trade, and that for the development of trade the social development of the community was vitally essential.

The "practical" man has acted on the assumption that "civic spirit" was a thing to be proud of in a sentimental way but had no necessary connection with the extension of trade. It is gratifying to find in Chambers of Commerce, Rotary Clubs and other organizations that were founded chiefly for trade purposes a dynamic idealism that may prove much more practical than the discarded tenets of a narrower trade philosophy.

The programme of work of the London Chamber of Commerce is the result of a thought survey of the entire membership. It is an expression not only of a new ambition of a trade organization but of the most urgent needs of the whole city. It includes a new consideration of community development, municipal government and taxation, education and social welfare, highways and transportation, industrial development, retail and export trade, publicity and advertising, agricultural interests, improved housing, employment and welfare of soldiers, public discussion of reconstruction problems, industrial efficiency, welfare of workers—including fair wages, reasonable working hours and recreation facilities.

Special efforts will be made to make London a better city in which to live and work and play, by developing a community interest in health, sanitation, recreation, parks, streets and boulevards, public building, housing, city planning and all things that lead to the building up of a more healthful, convenient and beautiful city.

It is proposed to make a preliminary, social and economic survey of the city and then adopt a comprehensive city plan for the present and future development of London; to support a plan for a civic centre where the chief municipal and other buildings may be grouped; to consider a memorial building in memory of those who have given their lives in the great war; to assist the city authorities in safeguarding public health through the enforcement of necessary regulations; to provide more playgrounds for children and young people and to pay special attention to the need for parks and boulevards.

Among the suggestions is a Bureau of Information concerning vacant houses and property in the city and to bring pressure upon owners of vacant properties to put such properties into use. Special attention is to be given to the ownership of public utilities and improved conditions regarding railway stations and railway crossings. An endeavour is to be made to obtain the best form of municipal government for London and the establishment of a more equitable method of assessment on property values. There is to be an examination of city by-laws, with a view to bringing them up-to-date, and the educational work of

1 chambers of commerce ✓
 1 City planning movement ✓
 (note statement of Ideal city for popular distribution)

the city will receive careful study. There is a suggestion that the city should buy an industrial area, make an industrial survey of London and encourage the manufacture of textiles, hosiery and other necessities, and establish "incubator buildings" for small industries.

These are some of the aims and hopes of the London Chamber of Commerce that may prove to be none the less practical because they have also the fragrance of the ideal. It is said that "a man's reach should exceed his grasp," and the London Chamber of Commerce does not hesitate to publish its conception of an ideal city. It is:

A city sanitary, convenient, substantial:

Where the houses of the rich and the poor are alike comfortable and beautiful.

Where the streets are clean and the sky line is clear as country air.

Where the architectural excellence of its buildings adds beauty and dignity to its streets.

Where parks and playgrounds are within reach of every child.

Where living is pleasant, toil honourable, and recreation plentiful.

Where capital is respected, but not worshipped.

Where commerce in goods is great, but no greater than the interchange of ideas.

Where industry thrives and brings prosperity alike to the employer and employed.

Where education and art have a place in every home.

Where worth and not wealth give standing to men.

Where the power of character lifts men to leadership.

Where interest in public affairs is a test of citizenship, and devotion to the public weal is a badge of honour.

Where government is always honest and efficient, and the principles of democracy find their fullest and truest expression.

Where the people of all the earth can come and be blended into one community life, and where each generation will vie with the past to transmit to the next a city greater, better and more beautiful than the last.

It is stimulating at such a time as this, when soldiers are returning from a war for principles and ideals, to see proof that responsible men in a city like London are taking so fine and generous a view of what really constitutes the greatness of a city.

CIVIC IMPROVEMENT, TOWN PLANNING AND HOUSING IN CANADA.

Canada—The most important and significant thing that has happened in connection with civic improvement in Canada during the past three months has been the step taken by the Dominion Government in appropriating \$25,000,000 to be lent to the provinces for the purpose of erecting dwellings and generally improving the housing conditions of the country. The matter is described in a special article on another page.

One of the effects of the new movement made by the Federal Government is likely to be the creation in Canada of a more active co-operation between the Federal and Provincial Governments in connection with civic improvement.

Nova Scotia—The Civic Improvement League of Halifax has been affiliated with the Commercial Club, a branch of which will give special attention in future to the improvement of civic conditions, including housing and town planning.

Considerable progress has been made with the erection of dwellings on the devastated area, a plan of which was prepared by the Commission of Conservation and described in the last issue of 'Conservation of Life.' The work of preparing the Halifax city and county town planning schemes is proceeding satisfactorily.

New Brunswick—Further progress has been made with the St. John town planning scheme, but great difficulty and considerable delay is being caused by the absence of accurate topographical maps of the district. So long as accurate maps are not available progress is likely to be slow in connection with the preparation of town planning schemes in Canada.

Prince Edward Island—In view of the proposal of the Federal Government to provide a loan for housing purposes, an opportunity now occurs to develop the new town of Borden and to erect the first buildings with federal aid. It is hoped that some steps will be taken to complete the plan of the new town and secure the erection of a number of the dwellings as the most urgent housing need of the province.

Quebec—Following the creation of the Department of Municipal Affairs last session, it is hoped and expected that the Government will this year pass a Town Planning Act, and negotiations are now proceeding with this end in view.

The plan of the new town of Kipawa is described in this issue of 'Conservation of Life.'

The city of Three Rivers has appointed a New York firm of architects to prepare a town planning scheme for its area.

The Civic Improvement League of Montreal recently held its annual meeting and adopted a programme of work for the coming year.

Ontario—The Ontario Government has followed up its proposal to lend \$2,000,000 to municipalities for housing purposes at 5 per cent, by appointing Mr. J. A. Ellis, a member of the Ontario Municipal and Railway Board, as Director of the Municipal Bureau. Mr. Ellis will act as Commissioner of Housing, and has been in conference with the officials of the Federal Government regarding the principles and details of housing schemes.

The report of the Ontario Housing Committee is in preparation, and is likely to be of considerable value in throwing light on the whole subject of housing improvement.

A report has been issued by a committee appointed by the City Council of Toronto. This report shows a lack of appreciation of the main factors to be considered in connection with the housing problem, and raises theoretical difficulties regarding the probable effects of carrying out housing schemes with the Government loan, which difficulties are not likely to occur in practice. The evidence which is submitted from other cities and towns, in many cases is contradictory to evidence obtained from other authoritative quarters. As the committee only spent three months in investigating a problem which needed one or two years of study, it could hardly be expected that a completely satisfactory report would result from their labours. Having regard to the time devoted the report has many valuable features.

The Civic Improvement Conference, which was proposed to be held at Hamilton on 18th November last, and numerous other conferences and meetings had to be deferred owing to the epidemic of influenza.

A conference of the Associated Chambers of Commerce of south-western Ontario was held at London on November 28th. There was a large attendance of representatives of Ontario municipalities, and addresses were delivered by Sir John Willison and Mr. Thomas Adams, of the Commission of Conservation.

The Commission of Conservation is advising with regard to the preparation of a scheme for a civic centre in the town of Renfrew, in connection with which it is proposed to hold an architectural competition.

The Town Planning Adviser of the Commission of Conservation delivered a lecture on "Industrial Settlements" at the University of Toronto on 29th November and also gave addresses in November at meetings convened by the Great War Veterans Association and Forum of Toronto.

Western Provinces—The work of preparing town planning schemes for a number of cities in the western provinces and in connection with the housing proposals of the Federal Government is making progress.

The Town Planning Director of Saskatchewan has been devoting considerable time to the preparation of the town planning procedure regulations under the new Act.

In British Columbia a draft act is under the consideration of the Government, and it is probable that town planning legislation will be introduced at the next session.

EDITORIAL NOTE.

During the absence of Dr. Chas. A. Hodgetts, Medical Adviser of the Commission of Conservation, in England, where he was acting as Red Cross Commissioner of Canada, the material contributed to 'Conservation of Life' has been prepared or collected by Mr. Thomas Adams, Town Planning Adviser to the Commission. Dr. Hodgetts has now returned from Europe and will take charge of future issues of the bulletin.

*"For the structure that we raise,
Time is with materials filled;
Our to-days and yesterdays,
Are the blocks with which we build.*

*"Truly shape and fashion these,
Leave no yawning gaps between;
Think not because no man sees,
Such things will remain unseen.*

*"In the Elder days of art,
Builders wrought with greatest care
Each minute and unseen part;
For the Gods see everywhere.*

*"Let us do our work as well,
Both the unseen and the seen;
Make the house where God may dwell
Beautiful, entire and clean."*

—LONGFELLOW.
